Report
and
Recommendations
of
the Mayor's Task Force
on Multicultural
and Race Relations
in Scarborough.

December, 1984.

FINAL REPORT OF THE MAYOR'S TASK FORCE

ON MULTICULTURAL AND RACE RELATIONS, SCARBOROUGH

An interim report was submitted to
the mayor on September 28, 1984.

Members of the Task force:

Mayor Gus Harris or his designate
(Controller Frank Faubert)
Mr. Edmond Andrade
Mr. Ram Bissoon
Mr. Mel Catre
Mr. Andrew McLeod
Mr. Joe Ng[1]
Mr. Nisar Sheraly

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I. MAYOR'S TASK FORCE ON MULTICULTURALISM AND RACE RELATIONS IN SCARBOROUGH

1. Preamble

It is the mandate of the task force (i) to explore the desirability and feasibility of forming a "Municipal Committee", to ameliorate relations within the City of Scarborough, between visible minority Canadians and other Canadians; (ii) to identify and investigate positive examples of the promotion of harmonious relations between visible minority Canadians, particularly in Municipal Institutions and their agencies.

2. Background Information

On May 14, 1983, the Mayor of Scarborough, His Worship Gus Harris convened a meeting with over 40 representatives from various ethnic and visible minority communities in Scarborough at the Alex Manoogian Cultural Centre. (see Appendix 1)

These representatives came to express their concerns about a number of issues which included lack of access to the Mayor and the City, lack of equal employment opportunities, lack of racial minority representation on the various boards and commissions of the city, inadequate affordable housing, lack of heritage language programs in the schools, lack of curriculum materials to promote racial harmony in the schools and the community at large, and lack of sensitization programs for senior management at the City Hall.

3. Composition

The Task Force is comprised of the following persons:

Mayor Gus Harris or his designate

(Controller Frank Faubert)

Mr. Edmond Andrade

Mr. Ram T. Bissoon

Mr. Mel Catre

Mr. Andrew McLeod

Mr. Joe Ng[1]

Mr. Nisar Sheraly

The task force was not comprised on any racial or ethnic backgrounds, but rather representatives elected by the ethnic community members present at the May 14, (1983) meeting (See Appendix 2). At the November 30 (1983) meeting of this task force, Mr. Ram Bissoon and Mr. Nisar Sheraly were elected Chairman and Secretary respectively.

4. Methodology

The Task Force embarked on a consultative process, meeting with representatives from various Mayor's committees on race relations - North York, Toronto, and East York, the Race Relations Division of the Ontario Human Rights Commission, Multicultural Department of the Municipality of Metropolitan Toronto, ethnocultural organizations, the Ratepayers' Association of Agincourt, and the Federation of Chinese Canadians in Scarborough, and so on. (see "Acknowledgement" on page 38).

II. RACE RELATIONS IN SCARBOROUGH

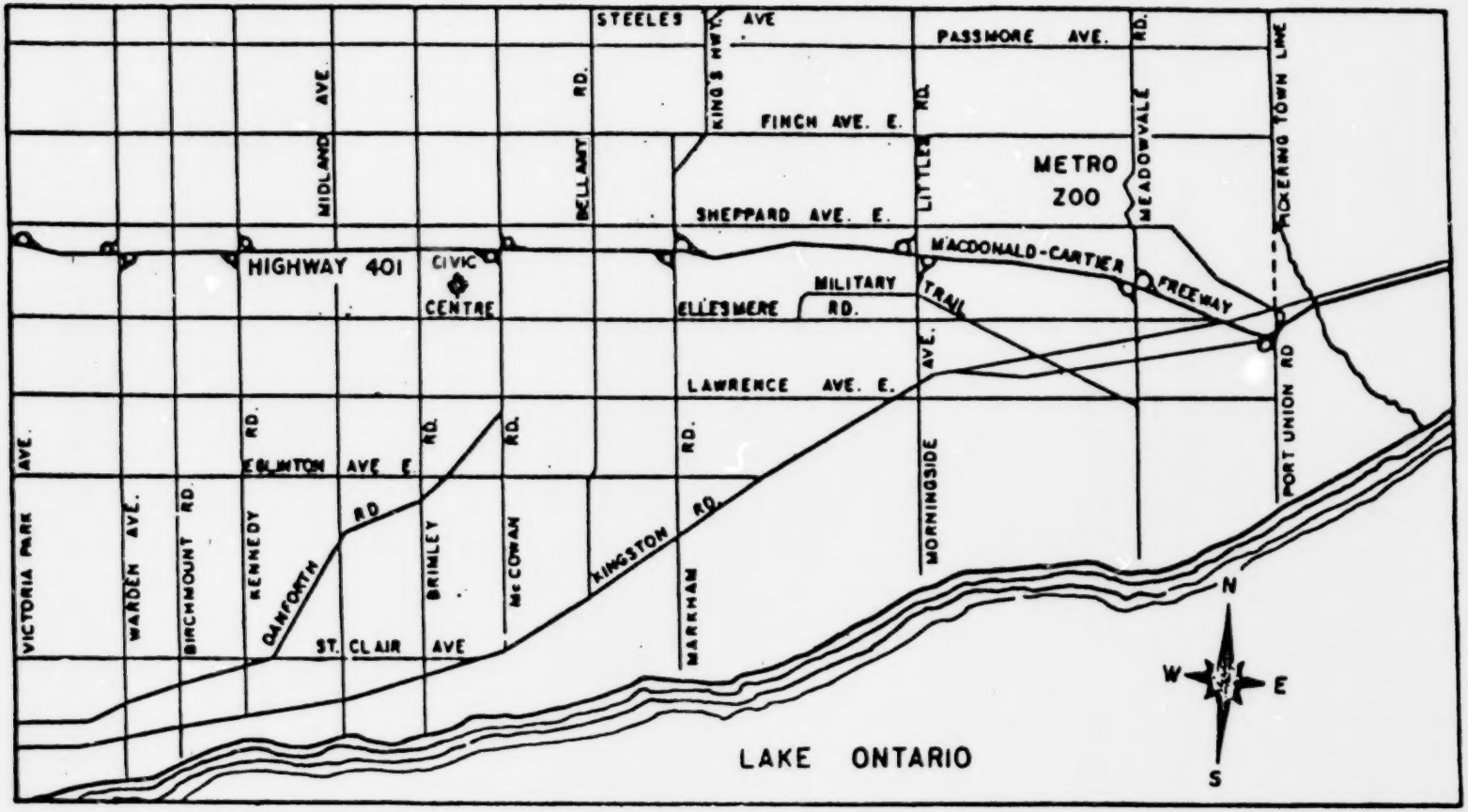
1. Introduction

Scarborough is the largest city in Metropolitan Toronto and is one of the ten largest municipalities in Ontario. It covers an area of 72.2 square miles, with Steeles Avenue on the north, Victoria Park Avenue on the West, Pine Ridge Road, Rougemont on the east, and Lake Ontario on the South as its boundaries. (see map on page 4)

In the last 15 years, Scarborough has experienced tremendous demographic changes. Its population size increased from 338,022 (1971) to over 460,000 (1984)[2]—a thirty-six percent increase over the 14 year span.

This drastic increase in popultion growth is paralleled by a shift in the ethnic composition of the City. It appears that a significant portion of the new residents of Scarborough is made up of recent immigrants. According to the 1976 census, recent immigrants tended to concentrate in the areas bounded by Victoria Park Avenue, Steeles Avenue, Midland Avenue and the C.P. Railway.

Many of these new immigrants do not necessarily have English as their first language. A "mother tongue" survey done in Scarborough by Statistics Canada in 1977 showed that there were 22 major languages. The 1981 census data show that between 16 and 24 percent of Scarborough's residents are non-English-speaking, depending on the area[3]. According to one survey, about 40 different languages are used in the homes in the Malvern community[4].



MAP OF SCARBOROUGH

In terms of "ethnic origin", the 1981 census shows that "English" constituted only 31% - 38% of the Scarborough's residents, depending on the area[5]. The remaining population is made up of a variety of ethnic groups of which the dominant ones appeared to be Greek, Chinese, West Indian, and East Indian. Estimates show that there are 23,000 - 24,000 Greeks, 45,000 Chinese, 30,000 West Indians, and 30,000 East Indians[6]. Scarborough is fortunate to have a large middle class representation from various ethnic and racial backgrounds. The level of adjustment, culturally and socially, has been significantly remarkable.

The growth in the population size, the arrival of new immigrants, and the shift in the ethnic components of Scarborough mentioned above has created a social context in which the traditional institutional framework and the old community infrastructures and life-patterns are under great pressure. The pattern of settlement would suggest the majority of this new ethnic force population is not transitory, but will form part of the permanent population structure of Scarborough.

In the following sections, a number of key community and institutional issues in the areas of multiculturalism and race relations are put forward for examination.

2. Community Issues

Racial tension is found in several areas in Scarborough. Three key ones will be discussed here because of the need for immediate action.

a) Agincourt

The development of Glen Watford Drive as the centre of Chinese commercial enterprise has recently caught media attention.

The concentration of shops and restaurants in the East Court Mall and the Dragon Court attracts many Chinese Canadians, especially during the weekends. It has been perceived by white business people and residents in the area, that the influx of Chinese Canadian customers causes traffic and parking problems. In addition, some white business people have claimed that they are losing their business. Furthermore, the white residents perceive that the Chinese enterprises in the area hire only Chinese and do not make non-Chinese customers welcome. Some perceive that the shopping malls in Glen Watford Drive are potential health and fire hazards. Some white residents feel that the shopping malls have turned the area into a tourist spot, thus creating unnecessary noise and congestion of people in a traditionally "peaceful" community.

The resentment towards Chinese-Canadian store-owners and shoppers felt by the white business people and residents has manifested itself in various forms: the demand for an end to traffic problems by 500 Agincourt residents in a Ratepayers' Association meeting (May 28, 1984), the harassment of Chinese Canadian shoppers and Chinese business people through verbal abuse and hate messages by telephone in the middle of the night[7]. By July and August of this year, the battle had escalated to the point where "hate literature" was distributed en masse to some residents of Scarborough, alerting them to the growth of a "Chinatown" in

Agincourt[8]. Copies of this literature were even found in June Rowland's election campaign literature[9].

Meanwhile, in response to the growing resentment of the white business people and residents, a number of Chinese Canadian organizations have come together and formed the Federation of Chinese Canadians in Scarborough (F.C.C.S.). Various community leaders from the Black and South Asians communities have called for positive actions from various levels of the government to prevent future community conflict.

Although this community conflict is still developing, four factors emerge as crucial in the understanding of the issue:

(1) The demographic changes in the City of Scarborough are manifested in microcosm in the area of Glen Watford Drive where the relatively well-off Chinese merchants have moved in and established businesses in a traditional white community. This has been perceived as a "threat" by the white residents, especially since the newcomers are culturally, linguistically and racially different.

(2) In the context of the factor mentioned above, it is important to consider the present economic situation, which has been largely recessionary in the past few years. The established white businesses in the area have not been in good shape for a while and are constantly threatened by the unstable economy. In contrast, the new Chinese

enterprises in this area are booming. This contrast is creating a rift along racial lines between these two factions of the business community.

(3) The perception of the Central Agincourt Ratepayers' Association is that, in developing the area of Glen Watford Drive into a business area, it appears that the municipal government did not carry out adequate research and consultation with the surrounding residents and ratepayers, and did not include in their plans, measures to deal with the various issues which might emerge as a result of a great influx of customers.

(4) The lack of government response at the early stage of development of the present community issue (such as the anger expressed in the May meeting of the Ratepayers' Association) contributed to the distribution of hate literature, racial harassment, and vandalism which followed. Thus, the perception is that the government silence on this matter legitimized the racial overtones of the ratepayers' demands.

At this stage, while it is risky to speculate on any future development of this crisis, the examples of the Donland-O'Connor and Coxwell-Gerrard areas in the past show that community conflict in Agincourt has the potential of errupting into serious confrontation along racial lines.

b) Warden Woods

Warden Woods is an O.H.C. project located west of Warden Avenue just north of Danforth Road. It has been estimated that roughly 35% of the tenants there are whites and 65% are blacks.

Many youth in the complex have problems getting a job, and this is especially the case with racial minority youth. Some tend to mill around in the hallways or on the street, and when neighbours complain about their noises, the police are called in to settle matters.

A number of racial problems have been reported, including cases of harassment of racial minority tenants by the local housing management or other tenants.

The racial problems have been compounded by insufficient recreational facilities or a decent drop-in center in the area for these youth. It is the perception of some residents that the available facilities are not adequate to meet the needs of the community.

c) Birchmount-Finch Area

This is an area in which a twelve-storey high O.H.C. complex is located. Most of the residents of this highrise are visible minorities.

In this area, racial issues have centered around youth's competition for the limited recreational facilities available, thus conflict between black and white youth gangs, and police-minority relationship have emerged as some of the racial issues.

The use of the limited recreational facilities in the area between black and white youth is an issue that is creating tension. It is understood that some black youth were denied the use of a recreational room in the O.H.C. building, and two racial minority organizations have been involved in resolving the issue with the management of the O.H.C. project and the nearby community centre. It appears that, while the issue of using recreational facilities has been temporarily resolved, the distrust and bitterness between the management and the black community remains.

It has been reported that youth gangs are formed on racial lines. Although no serious incidents have taken place so far, some community leaders are concerned that a major eruption of violence may take place in the future.

Relations between the police and racial minorities have been defined as unhealthy in this area. It is perceived that both white and black youth see policemen as the harassers and do not trust them. According to some black youth, neighbours tend to complain to the police about them more often than about white youth, although both groups sometimes make noise after dark.

d) Other Areas

Apart from the above-mentioned three "hot spots" in Scarborough, the areas around Markham-Ellesmere (Tuxedo Court), Midland-Eglinton (Gilder Drive), and Markham-Sheppard (Malvern Community) have been defined by Ontario Human Rights Commission, Race Relations Division as areas of racial tension.

This is based on the fact that cases of racial name-calling among children, youth, and neighbours; police harassment of black youth; and vandalism with racial overtones (such as raw eggs being thrown at racial minorities' houses and/or cars have been reported).

3. **Institutional Issues**

Numerous communities within Scarborough have been identified as pockets of racial tension, worthy of attention and redress. In addition, institutional racism has been noted by various community organizations. The following paragraphs examine the key ones:

a) Youth Unemployment

While youth (age 15-24) constituted only 25% of the total labour force in 1979, they represent 47% of the total unemployed in Ontario. The seriousness of youth unemployment has recently been noted by various levels of the government.

In Scarborough, according to a study conducted by the Scarborough Intercultural Initiatives Coalition (1981)[10] the highest unemployment rates for youth occurred in Warden Woods and Birchmount-Finch areas. As noted before, both neighbourhoods have public housing complexes. Youth from these low socio-economic areas have little chance of being employed. They also have a higher tendency of drop-out from school and are often functionally illiterate. Being underemployed and thus poor, their parents do not and cannot provide them with a high-status role models for emulation.

Consequently, youth from poor family backgrounds are usually jobless. Even if they have jobs, their jobs tend to be seasonal, part-time or piece-work. They also tend to work at menial jobs — unskilled or semi-skilled. They are not familiar with the job market and tend to be lacking in job search skills. Furthermore, they are remote from the networks of employment. Some public housing youth maintain that employers discriminate against them because of their place of residence. As a result of this configuration of factors, youth from publicly-assisted housing have a high unemployment rate. A Regent Park's study in 1977 entitled Buddy, Can You Spare a Job? reveals youth unemployment rate in Regent Park is 68% compared to 14% for the 15-24 year age group of the Canadian population as a whole.

There is a clear racial dimension to the youth unemployment situation. The racial minority youth suffering from racial discrimination and tend to have a higher unemployment rate than the white youth. This is witnessed in the 1981 Census data. According to the latter, in Scarborough, the unemployment rate for white youth (age 15-19) is 8.7% and those between age 20 and 24 is 5.5%. With the exception of the Chinese, other racial minority youth in Scarborough have unemployment rates higher than those of white youth in both age categories. In fact, for black youth age 15-19, their unemployment rate is double that of white youth of the same age category (16.9%), and for black youth age 20-24, their unemployment rate is triple that of white youth of the same age category (15%). While there is no study on racial minority youth unemployment in Scarborough's low-income areas, one would expect

that the situation is serious, given that the North York Mayor's Committee on Community, Race and Ethnic Relations has estimated that the unemployment rate for black youth in some "high risk" areas in North York may reach 87%.

Many racial minority organizations see high youth unemployment rates as detrimental for the next generation. As Canadians, they see their children as having a poor start in establishing themselves in the society. High youth unemployment in some low-income areas in Scarborough also means that youth merely mill around shopping malls, hallways, street corners, etc., looking for something to do. They are disappointed and frustrated, and experience the process of scapegoating as it is manifested in racial harassment, physical assaults and vandalism. We have seen in other areas of the world that racial minorities feel unable to bring about changes of status in their life spans, thus channelling their anger and frustration into rebellion against authority.

Racial minority organizations in Scarborough also view the existing youth employment agencies, whether they specialize in life-skill training or counselling, as insensitive to the cultural traits of minority youth. Furthermore, the distance of these agencies and their lack of outreach efforts place racial minority youth in isolation from the available services or programs.

The shopping malls of some low-income areas have often been accused by some community organizations of being discriminatory. A survey of the Birchwood Plaza was conducted by the Race

Relations Division of the Ontario Human Rights Commission in 1982. Birchwood Plaza is located in the Birchmount-Finch area where many black youth reside. It became evident that no black youth was employed in that plaza in the summer of 1982.

Regardless of economic conditions in the next decade, youth unemployment will remain a serious issue. In fact, it is very likely that the unemployed youth will become unemployed adults. If there is a close relation between unemployment and racial tension as this paper maintains, the race relations climate of some low-income pockets of Scarborough will remain problematic and volatile.

b) Adult Unemployment/Under-employment and Racial Discrimination in Employment

Unemployment rates have been rising since the late 1960s. The official national unemployment rate for persons age 15 and over has jumped from 4.8% in 1968 to 11.9% in 1983.[11]

According to the Social Planning Council of Metropolitan Toronto's Metro's Suburbs in Transition (1979), again based on the 1976 Census, there are pockets in Scarborough which had unemployment rates higher than the Ontario average (6%). They are located in the central, southeastern, and southwestern parts of the city[12]. Some of them are low-income areas.

Like youth employment, adult unemployment has its racial component. Although statistics for Scarborough in 1981 have not yet been tabulated, it is still possible to examine the statistical

patterns of unemployment among different ethnic groups in Metro Toronto. A Social Planning Council of Metropolitan Toronto's study entitled Racial and Ethnic Discrimination in Employment shows that, while the average unemployment rate for all persons age 15 and over in Metro Toronto was 6% in 1976, rates for French, Spanish, Chinese, and Indo-Pakistani language speaking persons were 7%, 8%, 8%, and 12% respectively[13]. It appears obvious that certain ethnic and racial minority groups have a greater chance of unemployment compared to the majority group.

In addition to unemployment, ethnic and racial minorities often have to confront the issue of underemployment. In the absence of specific Scarborough's statistics, the study done by J. Reitz and his associates on the Metro Toronto's labour force in 1978-79 may serve as a reference. The survey shows the ethnic/racial differences in individual incomes. Controlling for the influence of the variables of "education", "work experience" and "knowledge of English", the study illustrates effectively that ethnic/racial differences in incomes are statistically significant. For example, Chinese men "under-earn" by about $500.00 and West Indian men "under-earn" by $2,400.00 compared to majority Canadians. The differences among women are much more drastic[14].

Statistics from the compliance cases filed in the Ontario Human Rights Commission between 1974 and 1980 show that allegations of racial discrimination constituted 36-50% of all complaints resolved[15]. In Scarborough alone, between April 1, 1980 and March 31, 1984, allegations of racial discrimination amounted to 43% of all formal complaints cases in the city.

The Race Relations Division of the Ontario Human Rights Commission conducted a study in 1981 on race relations issues in Scarborough. One hundred and ten persons of various ethnic backgrounds were interviewed. Almost half of them cited cases of racial discrimination or harassment in the workplace. These cases included complaints of promotion barriers for professional and white-collar workers, racial harassment and ridicules, and non-hiring of black youth in some part-time unskilled jobs[16].

The same study also points out that there are complaints about the lack of racial minority employees in the Scarborough Civic Centre. It has been reported that there is only one black firefighter in Scarborough. Public sector and service industries do not reflect the clientele they serve.

Due to the "point system" used by Employment and Immigration Canada in screening applicants during the 1970's, the new immigrants who came to reside in Scarborough tended to have high qualifications and job experience. Unfortunately, their qualifications and experience are not acknowledged, and they have difficulty in securing jobs. Even if they are employed, they tend to be under-employed. And, in times of economic hardship and resurgence of racial prejudice, they tend to be harassed in the workplace. Consequently, many race relations and ethnocultural organizations have been drawing the attention of the public to the issue of ethnic and racial discrimination in the workplace. However, their efforts have not made a dent in the system.

It seems that high unemployment rate is not likely to go away in the next ten years. It appears that the jobless rate will remain about 10% in the near future; although this forecast has been viewed by some as too optimistic [17]. In light of the above studies cited, ethnic and racial minorities have a hard time ahead of them. However, they have become much more organized than they were ten or twenty years ago, their fight for equality will be difficult for politicians to ignore.

c) Housing

As more and more people are moving to Scarborough, affordable housing units are in great demand. Very often, apartment buildings and townhouses are built on the periphery of established neighbourhoods, and as new residents or immigrants gradually move in, the old residents see it as an encroachment to their territories.

Many Chinese and a few blacks are attracted to more expensive houses in Northern Scarborough, and in times of economic hardship, some established white residents in nearby areas resent it.

Partly due to the reasonable price of the houses/apartments and partly due to their self-preference, ethnic and racial minorities are buying or renting houses/apartments close to neighbours of their own ethnic/racial groups. As mentioned earlier, certain ethnic/racial groups have a tendency to concentrate in certain areas in Scarborough. The high visibility of the visible minorities gives the old residents the impression that the areas are being "taken over" by these groups. A case in point is the recent controversy over the Agincourt area, and Glen Watford Drive in particular.

Discrimination in housing in Scarborough has been noted by Toronto Sun reporters who posed as potential tenants looking for apartment buildings. They noted that South Asians were discriminated against by superintendents who often tell racial minorities that "there are no vacancies when in fact vacancies exist" or suggest that the rental property will "become available a month or even years later"[18]. There are also reports that minority tenants are being mistreated by apartment superintendents.

Another area worthy of attention is publicly-assisted housing. Scarborough has the highest number of publicly assisted housing units. The demand for public housing is also high. The long waiting list of people trying to get in to the O.H.C. projects in Scarborough testifies to this conclusion.

It is difficult to generalize about the race relations climate in O.H.C. projects because the racial composition of each project varies, the historical and community backgrounds of each project differ and the permanency of residents changes from one project to another.

It is perceived that in Scarborough, O.H.C. projects with a high concentration of racial minorities (such as Warden Woods and 2821 Birchmount Road) have an atmosphere of distrust and antagonism between racial minorities and white residents on the one hand and between racial minorities and the overwhelmingly white community surrounding the O.H.C. projects on the other.

In some O.H.C. projects, long-time residents may resent racial minorities who move into the projects for a short period and then move out as their economic status improves. In some O.H.C. projects, the cultural baggage of prejudice of some immigrants pitches one ethnic/racial group against another.

According to the files in the Race Relations Division of the Ontario Human Rights Commission, racial conflict in O.H.C. projects is manifested in name-calling, graffiti, racial assaults, and racially motivated acts of vandalism. In some cases, prolonged incidents of racial harassment are involved.

Furthermore, some racial minorities, due to their experience with the local housing management, perceive the Metro Toronto Housing Authority to be the perpetrator of racial discrimination. There have been numerous complaints by racial minority groups about the lack of minorities in the housing management staff, lack of multicultural and race relations issues in staff training, the concentration of certain racial minority groups in some O.H.C. buildings, discriminatory delays in transferring minority tenants, lack of security for minority tenants in cases of racial harassment, assaults and vandalism, lack of adequate maintenance of buildings in which many minorities reside, and lack of adequate recreational and child-care facilities for tenants. The failure of the local housing authorities/management to acknowledge these problems further angers the minority tenants.

In sum, housing issues from the perspective of ethnic/racial minorities are:

i) the perceived encroachment of neighbourhoods by certain racial minority groups in the eyes of the established white residents;

ii) the discriminatory practices of apartment superintendents;

iii) Lack of affordable housing; and

iv) racial harassment and discrimination in publicly-assisted housing complexes.

d) Schools

With a great influx of recent immigrants form various ethnic/racial backgrounds in the last two decades, the public and separate schools in Scarborough have undergone some changes in their student population. Andrew McLeod's 1981 report states that, in one school alone in Scarborough, 36 different languages were spoken[19]. In some schools, a significant portion of the students came from racial minority backgrounds.

In this setting, teachers, principals, and administrators, who are used to dealing with English Canadian children, are not quite prepared or equipped to handle issues arising from a multicultural and multiracial context.

One of the constant complaints of South Asian and black communities is the streaming of their children into vocational training. Cultural misunderstanding, and poor assessment methods, racial minority children have been assessed as slow-learners. Consequently, they are taken out of the academic stream. There are also reports on talented children from racial minority backgrounds being denied entrance into schools for above-average children[20].

Racial minority community organizations are especially bitter about the fact that there are hardly any racial minority teachers in schools with a large number of black and Asian children. They see racial minority staff in schools as positive role models for children to emulate[21].

There are also numerous complaints of racial name-calling and harassment among students. Racially derogatory graffiti are painted on walls. Ahmed Ijaz, in his Ph.D. dissertation has successfully shown racial prejudice is prevalent in schools and has its negative effects on the self-image of minority students[22]. Very often, as racial minorities have complained, teachers do not know how to handle racial incidents in schools. The misunderstanding and mishandling of incidents[23] can have a damaging effect on minority children.

The Multicultural and Race Relations Committee of the Human Services of Scarborough recently came forward with a report stating the School Board is insensitive and unresponsive to the diverse needs

of ethnic groups. This insensitivity is manifested in the lack of heritage language programs, lack of race relations and multiculturalism training for teachers, lack of ethnic/racial mix in school teaching staff, lack of interpreters and translated materials for parents, and lack of a comprehensive race and ethnic relations policy[24].

Immigrants who migrate to a new country expect to improve themselves in economic terms. After a number of years of settlement in the new land, the harsh reality of adjusting to a relatively or totally different cultural, political, and economic environment usually makes these immigrants lower their expectation of themselves. They end up taking low level jobs which require qualifications far below what they have been trained for. However, they still have high hopes for their children who are born and raised in Canada. In the minds of the immigrant parents, their children are on equal footing with any other native born children and therefore deserve equal treatment and rights.

The above-mentioned prejudice and discrimination in schools puts in doubt the premise that racial minority children enjoy equal treatment and rights. Unlike other ethnic minorities, the children of Asians, blacks, and Native people do not "melt in" with the rest of the school children because of their permanent skin colours. However, the hope of their parents remains high. Thus, when there are racial harassment incidents in school or their children are being streamed into vocational training, racial minorities are angry, for they feel that one generation of injustice and mistreatment is more

than enough, and they want to build a better world for their children, even if they have to fight to do so.

The second generation racial minorities are less likely to take any mistreatment, prejudice and discrimination for granted. They see themselves as full-fledged citizens born and raised in this country and feel they should enjoy the same rights as any other citizen. The situation in England is a vivid example of how the second generation racial minorities, unlike their immigrant parents, demand their rights as equal citizens even to the point of street confrontations. At this time in history, Scarborough is a city with immigrants. However, the immigrants' children are growing up and, in a few years time, they will join with their parents in the fight for equality and justice.

e) Social Services and Recreational Facilities

The changing ethnic and racial composition of Scarborough's residents has put in question some of the existing social services and recreational facilities. This is especially true in pockets of Scarborough where there is a relatively high concentration of people from ethnic or minority backgrounds.

While recreational facilities and social services exist, they do not meet the needs of O.H.C. residents. One of the general concerns is the lack of these facilities and services available within walking distance of some public housing complexes where many ethnic and racial minorities reside (for example, Birchmount-Finch). Consequently, residents tend to fight over the use of the limited

facilities available or they have to walk a long distance to get basic social, legal, or counselling services.

There are many social service agencies in Scarborough, however, many people from racial minority backgrounds are not aware of these agencies and the services they provide. This may be due to the lack of outreach programs on the part of the social service agencies.

Social service agency staff have been alleged by many immigrants of being insensitive to their special needs. It has been pointed out that the staff are not aware of the cultural dimensions of their clientelle, or due to language difficulties of some immigrants, agency staff have mishandled situations. These incidents certainly add to the frustration of the clientelle. Immigrants have often complained of the lack of interpreters in health clinics and hospitals in Scarborough.

Racial minority groups in Scarborough also noted the lack of staff from their backgrounds in social service agencies. As a result, racial minorities seldom use their services or get involved in their programs because they fail to identify with these agencies. Furthermore, it has been alleged that there is a lack of racial minority members on boards of organizations which deliver social or recreational services. For example, although the Centenary Hospital and the Scarborough General Hospital serve an increasingly large number of racial minorities, their boards do not have minority members.

There is a perception that visible minorities are significantly under-represented on committees, and at the most senior levels of the municipal service. This perceived lack of representation at the top is considered to be a crucial problem because the absence of any positive role models affects the image which visible minorities have of themselves. It leads them to conslude that unnecessary obstacles continue to exist which prevent their full participation in the public life of their city. It also distorts the majority's image of our society, reducing visible minorities once again to the invisible.

Such appointments could serve to encourage visible minorities to consider a public service career, run for elective office and could also enhance minority recruitment potential at all levels.

These concerns - lack of social services and recreational facilities, housing management's discrimination, insensitivity of agency staff, and lack of minority board members - are pertinent to the understanding of ethnic and race relations in Scarborough. For example, when youth in certain areas do not have enough recreational facilities, and when the situation is compounded by a high youth unemployment rate in the area, chances are that the young people will mill around. This catches the attention of the police. The insensitivity of agency staff to the special needs of immigrants and the lack of minority board members usually result in social or recreational programs which are unattractive to immigrants. Consequently, the programs attract only native-born whites and ethnic and racial minorities become isolated. This reinforces the notion that the system is biased, ethnocentric, and racist.

4. Scope of the Ethnic and Racial Problems

In the last two decades, the demography of Scarborough has undergone a tremendous change: its popultion size has increased and immigrants from various ethnic and racial backgrounds have chosen Scarborough as their new home.

In the context of these demographic changes, the City of Scarborough has acquired ethnic and racial dimensions in all aspects of its life. The existing political, economic, and social structures are meeting new challenges. With these new challenges, new solutions are needed.

This report has documented several community and institutional issues arising from the changing demography of Scarborough. On the community level, several local communities are experiencing racial conflict and tensions. On the institutional level, in the spheres of employment, housing, education, and social services and facilities, numerous ethnic and race-related problems have emerged .

One must note that it is not only the current localized Agincourt situation which demands attention, rather it is the multitude of ethnic/race relations problems which permeate throughout the community fabric and the institutional structure of Scarborough that require immediate consideration on the part of the City of Scarborough.

In light of the foregoing, we recommend a mechanism which will deal with the problems before they become too serious to handle.

III. RECOMMENDATIONS

The establishment of a Mayor's Committee on Community, Race and Ethnic Relations

The creation of this committee will:

a) assure ethnic and racial minorities that their rights are protected and their contributions are acknowledged;

b) assist in identifying major issues, suggest recommendations and solutions, and provide a mechanism for dealing with ethnic and race relations issues;

c) present an image of Scarborough as a city which promotes equal opportunity, human rights and dignity, and harmonious race/ethnic relations;

d) sensitize agencies and social institutions about cultural and heritage differences;

e) cooperate with the Municipality of Metro Toronto and other municipal agencies with like objectives in promoting racial harmony;

f) interface and work with human rights commissions and other provincial or federal agencies which have promoting racial harmony as one of their objectives.

g) seek the views that contribute constructively and positively to the promotion of racial tolerance, understanding and harmony of concerned voluntary, community and minority groups and organizations and individuals, as well as business, professional and trade associations, public and private institutions and relevant specialists;

h) encourage the continuation of the dialogue that will be initiated, in a climate that is open and constructive;

i) urge and encourage the Scarborough Board of Education through its elected members (Trustees) to develop and implement a race relations policy; to encourage the Scarborough School Board to take positive steps to implement a framework for heritage language training.

j) the inclusion of the Multicultural and Race Relations Committee of the Human Services of Scarborough into the Mayor's Committee and the members shall automatically become members of the Council of Ethnic Leaders;[25] and

k) ensure adequate visible minority representation on public boards and commissions.

1. Mandate

To work at municipal level in conjunction with the Mayor and Council and in supportive capacity to the Human Services of Scarborough and to ensure that all residents in the City of Scarborough are given their entitlement to full and equal access to and participation in all its social, cultural, economic, and political affairs regardless of race, creed, colour or national origin, as well as equal opportunity in the area of employment and appointments to committees and boards under the jurisdiction of the City of Scarborough.

2. Terms of Reference

To promote understanding and respect among the residents of the City of Scarborough, to alleviate racial tension, to create a harmonious community relations, and to recommend changes, if necessary in order to obtain these objectives.

The areas covered by the Committee activities shall include but not be limited to:

Employment Practices

Economic Development

Education and Heritage Language

Recreation

Health

City Planning Zoning and Housing

3. Objectives

In carrying out these responsibilities, the Committee on Community, Race and Ethnic Relations shall:

a) advise and consult with the Mayor and Council on matters involving community, race, and ethnic relations and equal employment opportunity;

b) formulate and recommend to the Mayor and Council appropriate policies and strategies which will reduce tensions and enhance the community; race and ethnic relations climate in the City, thus promoting peaceful co-existence;

c) work actively with the Scarborough Board of Education, the Metropolitan Toronto Police Force, the Scarborough Recreation and Parks Department and other relevant institutions, and voluntary organizations to promote mutual trust and respect among the City of Scarborough's racial and ethnic minorities and the institutions and agencies serving them;

d) in cooperation with the Human Services of Scarborough, encourage minority and local groups, both public and private, to engage in programs for the improvement of community, race and ethnic relations and the fulfillment of human rights;

e) initiate and coordinate discussions between individuals or groups to reduce tensions and promote understanding and harmony in the community;

f) receive, review, and refer to appropriate authorities, as required, complaints of racial and ethnic tensions and discriminatory practices;

g) recommend to the municipality programs to provide equal* employment opportunity, including recruitment, selection, training, and promotion, for visible and other minorities.

* The city recognizing this problem has created the post of Equal Opportunity Director.

4. Membership Structure and Functions

GENERAL COMMITTEE

a) Membership

The committee shall comprise of

- The Mayor, as Co-Chairman.
- The Citizens' Representative as Co-Chairman (elected from the Citizens Representatives from the Council of Ethnic and Cultural Leaders and/or their representatives and concerned citizens)[26].
- (One) representative from City Council.
- (One) Commissioner of Recreations and Parks.
- (One) Commissioner - Personnel.
- (One) Director - Equal Opportunity.
- (One) Commissioner of Planning.
- (One) Director Board of Education.
- (One) Superintendent of Police District 4.
- (One) Human Services of Scarborough Chairperson or Executive Director.
- (One) Ontario Human Rights Commission Representative.
- (Seven) Citizens Representatives - Elected from Council of Ethnic Leaders.

b) Structure and Functions (see chart on next page)

- Reports and recommends to the Scarborough Board of Control and Council through the Co-Chairmen. Actions and decisions taken by the Committee.

- Responsible for the approval and disposition of the budget.

- Forum for the discussion of practices, policies and activities of Management and Sub-Committees of the Committee on Community Race and Ethnic Relations, City of Scarborough.

- Approves and puts into effect all Committee and Sub-Committee matters.

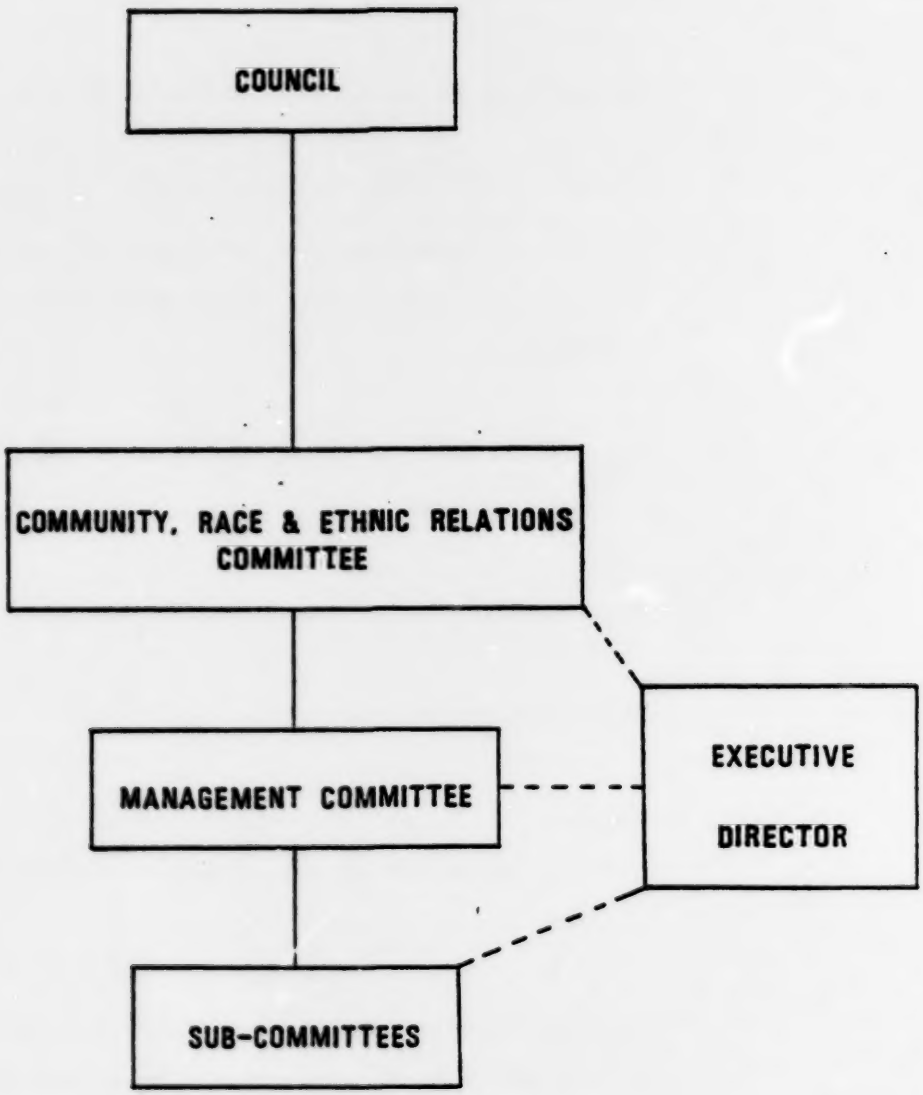
- Meets monthly to discuss issues and receive reports.

- Receives deputations from the public.

- Approves hiring of staff observers and, where requested, the public may receive agendas at the general committee meetings.

- Continues to review and update past policies and actions, and recommends alternative suggestions for improvement.

Organizational Structure



MANAGEMENT COMMITTEE

a) Membership

Comprised of Co-Chairmen and six members of the General Committee, three of whom shall be Citizens Representatives.

b) Structure and Functions

- Executive or steering body of the Committee on Community Race and Ethnic Relations, City of Scarborough.

- Co-ordinates the activities of the General Committee.

- Develops policies emerging from Sub-Committee and General Committee activities.

- Meets as often as is necessary with the Executive Director.

- Recommends and submits policies to the General Committee for approval.

- Sub-Committees are established by the General Committee.

- Submits Policy and Program proposals through the Management Committee.

- Responsible for the distribution of Sub-Committee Minutes to the Co-Chairmen.

Sub-Committee Chairmen

- Reports to the Management Committee for reaction and advice on policy and program proposals at regular intervals.

- Provides progress reports on Sub-Committee activities to the General Committee as required.

EXECUTIVE DIRECTOR

a) Functions

- Responsible to the Management Committee of the Committee on Community Race and Ethnic Relations, City of Scarborough.

- Assists the Co-Chairmen of the Committee in preparation of agendas and Minutes of Meetings.

- Assists the Committee in the analysis of existing reports, studies and recommendations.

- Initiates research as required.

- Assists the Committee in establishing contacts and maintaining liaison with other concerned individuals and community groups in both Government and private sectors.

- Supports the work of the various Sub-Committees.

- Establishes, develops and maintains an evaluation component.

- Assists the Committee in periodically reviewing its work.

- Other related duties.

b) Appointment

The Executive Director shall be appointed on the recommendation of the Management Committee in consultation with the Commissioner of Personnel.

c) Budget and Composition

The Department of the Executive Director shall in the first instance comprise the Executive Director and a Secretary.

Salary and Benefits for the Executive Director and Secretary, shall be $60,000.00.

This shall exclude the provision of office space, equipment, stationery and modes of communication and analysis (telephone, telex, computers, etc.).

The proposed allocation of the budgeted sum shall be as follows:

Executive Director	$30,000.00
Secretary	15,000.00
Benefits & Miscellaneous	15,000.00

ACKNOWLEDGEMENT

We acknowledge with thanks, the inputs and assistance of the following organizations:

Tropicana Community Services Organization; North York Mayor's Committee on Community, Race and Ethnic Relations; Toronto Mayor's Committee on Community and Race Relations; Multicultural and Race Relations Committee of East York; Scarborough Intercultural Initiatives Coalition; Multicultural and Race Relations Committee of the Human Services of Scarborough; Race Relations Division of the Ontario Human Rights Commission; Federation of Chinese Canadians in Scarborough; Canadian Vedic Sabha Cultural Organization; Ratepayers' Association of Agincourt; Multicultural Department of the Municipality of Metropolitan Toronto; and various leaders of ethnic communities.

V. FOOTNOTES

1. He became a member of the Task Force after the formation of the Federation of Chinese Canadians in Scarborough in July 1984.

2. Scarborough's Industrial Directory, 1984 and the City of Toronto Planning and Development Department, Toronto in Transition, (April 1980), page 3.

3. Ministry of Treasury and Economics (Ontario), 1981 Census Data by Provincial Electoral Districts, (December 1983).

4. Maureen Edgar's Malvern Community Survey (1982). The sample size of this survey was 809.

5. Ministry of Treasury and Economics, op. cit. (1983).

6. Steffanie Wang, "Weaving a Cultural Mosaic", Scarborough Mirror, June 27, 1984.

7. Shing Wah Daily News, June 13, 1984.

8. Real Estate News, July 13, 1984.

9. Toronto Star, August 11, 1984.

10. Scarborough Intercultural Initiative Coalition: Report and Research Study - Unemployment/Underemployment and Easing of Social Tension. Youth Project No.1: march - December 198., (December 28, 1981).

11. C. E. (Ted) Clarke (ed.) 1984 Corpus Almanac and Canadian Sourcebook. Don Mills: Southam Communications Ltd., 1984: Vol. 1, 15-34 (Table 3).

12. Social Planning Council of Metropolitan Toronto, Metro's Suburbs in Transition. 1979: 164-65.

13. Social Planning Council of Metropolitan Toronto, Racial and Ethnic Discrimination in Employment. 1982 : 22.

14. Reitz, J., Calzavara, L., and Dasko, D., Ethnic Inequality and Segregation in Jobs. University of Toronto, Centre for Urban and Community Studies, May 1981.

15. Ontario Human Rights Commission, Annual Report, 1980-81: 13.

16. Kathleen Lyne, A Report on a Survey of Race Relations in the Borough of Scarborough. Toronto: Race Relations Division, Ontario Human Rights Commission, 1981 : 50ff.

17. Globe and Mail, Feb. 9, 1982 : 8.

18. Toronto Sun, April 26, 1981 : 54

19. Andrew McLeod, Proposal for Development of Local Groups and Intercultural Initiatives, Borough of Scarborough Ad Hoc Committee on Intercultural Initiatives, 1981.

20. "Not Meeting Need of Ethnic Students, Scarborough Told", Globe and Mail, March 27, 1984: m5. (The Education Sub-Committee, Human Services of Scarborough Multicultural and Race Relations Committee, "Submission to the Scarborough Board of Education's Five Year Policy Review" Feb. 15, 1984).

21. G. W. Alport, The Nature of Prejudice, New York: Doubleday Anchor Books, 1958.

22. Ahmed Ijaz's "Ethnic Attitudes of Elementary School Children Toward Blacks and East Indians and the Effects of a Cultural Program and These Attitudes", University of Toronto, 1980.

23. Polly Clarke and Nisar Sheraly, Public Issues in Canada: Possibilities for Classroom Teaching. Vancouver: University of British Columbia, 1983.

24. "Not Meeting Need of Ethnic Students, Scarborough Told", Globe and Mail, March 27, 1984: M5. (The Education Sub-Committee, Human Services of Scarborough Multicultural and Race Relations Committee, "Submission to the Scarborough Board of Eduction's Five Year Policy Review" Feb. 15, 1984).

25. The formation of Council of Ethnic Leaders and Representatives of Cultural Organizations and concerned citizens drawn from the entire Scarborough community is recommended by the Task Force. Citizen representatives to be elected from the Council of Ethnic Leaders.

"APPENDIX 1"

April 22, 1983

Meeting of Ethnic Leaders - May 14, 1983

Mr. Vishnu Sukhu
Mr. Walter Nehpnol
Mr. Kadir Baksh

56 Red River Crescent
Scarborough, M1B 1Z6

Father Taras Dusanowsky

St. Peter's and Paul's Church
1490 Markham Road
Scarborough, Ontario

Mr. Francis Alvis
Mr. Aloy Perera

28 Chapeltown Cres
Scarborough, M1W 3A7

Mr. Tony Charles

175 Trudelle Street
Unit 36
Scarborough, M1J 3K5

Mr. Reynaldo Alix

934 Scarborough Golf Club Road
Scarborough, M1G 1G9

Mr. Robert Brown

92 Trailridge Crescent
West Hill, M1E 4C5

Mr. Peter Fung

53 Redheugh Crescent
Scarborough, M1W 3C4

Mr. Nisar Sheraly

27 Winstanly Crescent
Scarborough, M1B 1N3

Mr. Bill Lazos

26 Tweedrock Crescent
Scarborough, M1E 4L5

Mr. Michael Mitchell

24 Apollo Drive
Don Mills, M3B 2G8

Ms. Yvonne Kennedy

121 Chillery Avenue
Scarborough, M1K 4T5

Mr. Asif Khan
Mr. A. R. Mann

6 Tookles Crescent
Scarborough, M1S 4C1

Mrs. V. Cook

25 Cougar Court
Apartment 1404
Scarborough, M1J 3E5

Mr. Anton Klas

11 Elgar Avenue
Scarborough, M1J 1M3

Mr. Bisson

c/o Kirvek Distributing
3241 Kennedy Road
Scarborough, M1V 2J8

Mrs. Monique Andrade
Mr. Edmund

25 Brimwood Blvd.
Scarborough, M1V 1E4

Mr. James Kruzic

9 Rossander Court
Scarborough, M1J 2B6

Mr. Yaman Uzumeri

9 Eastlea Crescent
Agincourt, M1T 3A5

Mr. Mel Catre

463 Scarborough Gold Club
Scarborough, M1G 1G9

Mr. Ali Hosein

20 Pettibone Square
Agincourt, M1W 2J2

Mrs. Helen Koccoris

11 Roker Crescent
Agincourt, M1S 1P5

Mr. M. A. Jawaid

28 Nahanni Terrace
Scarborough, M13 1E8

Mr. Ari Dassanayake

68 Northfield
Scarborough, M1G 2H4

Mr. Horace Assing

111 Placentia Blvd.
Scarborough, M1S 4C9

Mr. Ralph Dookie

1385 Midland Avenue, Apartment 308
Scarborough, M1P 3B8

Mr. Brahma Kumari
Mr. B. K. Sherlan
Mr. B. K. Mitra

Yoga Centre
2233 Eglinton Avenue East, Apartment 204
Scarborough, M1K 2M9

Lalith Gunaratne

100 Echo Point, Apartment 1905
Agincourt, M1W 2V2

Mr. Hrant Bardakjian
Mr. Levon Yazejian

129 Old Sheppard Avenue
Scarborough, M2J 3M1

Mr. Robert Yu

55 Misthollow Square
Toronto, M1E 4P3

Mr. Hugh Evelyn

231 Chartland Blvd.
Agincourt, M1S 2S4

Mr. Richard Kanhai
Ms. Elizabeth Kanhai

68 Copperwood Square
Agincourt, M1V 2C1

Mr. Zehanat Ali Khan

Malvern Muslim Association
30 Ravenscroft Road
Ajax, L1T 1C4

Ms. Lolita Brown

Ontario Welcome House
4441 Sheppard Avenue East
Scarborough, Ontario
M1S 1V3

Ms. Sylvia Searles

Multicultural Relations
Chief Administrative Officer's Department
The Municipality of Metropolitan Toronto
5th Floor, West Tower
City Hall
Toronto, Ontario
M5H 2N1

APPENDICES

APPENDIX "2"

Minutes
of
Multi-Cultural Meeting
Alex Manoogian Cultural Centre

May 14, 1983
9:00 a.m.

1. Introductory Remarks by Mayor Gus Harris

Mayor thanked Armenian Centre for their hospitality.

Economic overview for Scarborough emphasizing activity in Town Centre.

Scarborough's "fraternization" with the Greek City of Florina and the consequent benefits of cultural exchanges as example to others.

2. Equal Opportunity Employment

Mr. Catre, Chairman of Scarborough Human Services Multi-Cultural and Race Relations Committee, introduced the topic and explained the importance of Scarborough setting an example in its hiring policies.

Ms. Searles noted that Equal Opportunity Employment is good business and that pro-active approach is more positive and easier to implement.

Ms. Brown indicated the need for a structure to provide a focus and the need for a commitment from the general staff and unions in the municipality. Specific actions such as advertising in ethnic newspapers and improved participation on municipal boards and commissions by the ethnic community were cited.

Mr. Evelyn reinforced expressed concerns about encouraging visible minority representation on Boards and Commissions.

Mr. Andrady expressed concerns about poor representation of ethnic communities in teaching. Important to first identify problems and jurisdictional responsibilities, and establish working committee.

Mr. Bisson outlined the need for greater interaction between Council in order to cultivate feeling of trust. Ethnic community looks to municipality for leadership. The need for a new process of getting ethnic community better represented on Boards and Commissions, reflecting the reality that many of the immigrants to Canada are from the higher econcomic/social strata of their home country.

Mr. Khan stated that a quota system of hiring leave the misconception of special treatment. Capabilities and qualifications should be the determining factors. This applies equally to the process of appointments to Boards and Commissions.

Mr. Baksh supported the idea of sensitizing management, employment on merit and the importance of leadership by example within the municipality.

3. Services to Ethnic Community

Ms. Brown described the provision of immigrant services at Bridlewood Mall through the SIRIS project. Need for outreach, expanded use of public facilities, and holistic approach to service delivery.

Mr. Dunn spoke on the many new ethnic groups and services that have emerged in the last few years. The major challenge identified was modernizing traditional institutions. Improvements to Scarborough grants system was explained.

Mr. Sukhu spoke about the merits of the multi-cultural directory, representing 60-80 organized ethnic groups. This directory is being updated.

Mr. Khan spoke on the need for immigrant services, such as crisis counselling, based on a neighbourhood centre concept of delivery. Also, the benefits of a cooperative approach was mentioned.

Mr. Bisson explained how there is a reluctance on the part of new immigrants to attend agencies because of cultural differences.

Mr. Sheraly spoke about the growing need for different cultural and religious groups to have facilities within Scarborough, and whether the municipality could help coordinate efforts.

4. Cultural Integration

Mr. Catre expressed a desire to see representation broadened in Canada Day Celebrations.

Mr. Evelyn indicated that the Canada Day Celebrations (S.C.O.P.E.) representation be broadened. Generally, positive integration can be assisted if Scarborough Council provides direction and support. Political participation by all segments of society is important in establishing a healthy community, socially and culturally.

Ms. Searles talked about culture being more than singing and dancing, but embracing all aspects of public activities and attitudes - tolerance, respect and dignity.

Ms. Brown reinforced the call for greater acceptance of benefits flowing from new cultures and the move away from stereotyping.

5. Heritage Language

Mr. Dunn outlined the current status of Heritage Language teaching in the Scarborough School System.

Mr. Catre indicated that the Human Services of Scarborough would be taking a position on Heritage Language, and that the issue would be re-introduced at the Scarborough Board of Education in six months time.

Mr. McLeod raised the question of how the Human Service structure responded to the needs of the ethnic community and how it might be be reformed to better reflect changing circumstances.

6. Future Meetings

Mr. Catre expressed his approval of a continuing rapport and liaison with the Mayor.

Mr. McLeod called for a Mayor's Committee, supporting his argument on the basis that a Multi-Cultural and Race Relations Committee of the Human Services tended to dilute the impact of community issues.

Mr. Evelyn concurred in the above recommendation stating that such a Committee would be more meaningful.

Mr. Nehaul felt that a "profile committee" would assist in overcoming attitudinal barriers.

Mr. Khan asserted that there was a need for a more effective voice.

Mr. Andrady called for a clear course of action with a Mayor's Committee being investigated bearing in mid the benefit which accrues from access to the resources of Human Services.

Mr. Baksh called for Mayor's commitment to accept a new direction.

Mayor Harris agreed to the general thrust of the meeting .

Mr. Bisson recommended that the Mayor draw together a committee to

review the suggestion of establishing a Mayor's Committee on Multi-Culturalism.

Meeting agreed to accept a resolution embracing the call for a Committee to review the establishment of a Mayor's Committee. The Resolution was carried unanimously. Nominations were accepted and struck comprising:

Mr. McLeod
Mr. Catre
Mr. Bisson
Mr. Sheraly
Mr. Andrady

Minutes recorded
Brian Ashton

POOR
QUALITY
ORIGINAL